

Message Text

PAGE 01 STATE 067730

61

ORIGIN IO-13

INFO OCT-01 ADP-00 AF-10 ARA-11 EA-11 EUR-25 NEA-10 RSC-01

INRE-00 NSCE-00 SSO-00 CIAE-00 DODE-00 PM-09 H-02

INR-10 L-03 NSAE-00 NSC-10 PA-03 PRS-01 SS-15 ACDA-19

GAC-01 MBFR-03 /158 R

DRAFTED BY IO/ PPR: NAPELCOVITS

4/11/73 EXT 20520

APPROVED BY IO: SDEPALMA

IO/ UNP: JWKIMBALL

----- 044088

O 112252 Z APR 73

FM SECSTATE WASHDC

TO USMISSION USUN NEW YORK IMMEDIATE

C O N F I D E N T I A L STATE 067730

E. O. 11652 GDS

TAGS: PFOR, UN

SUBJ: PEACEKEEPING -- COMMITTEE 33 WORKING GROUP

REF: USUN 1158, 1247

1. IN WG CONSIDERATION OF RESPONSIBILITIES FOR DIRECTION AND CONTROL OF PEACEKEEPING OPERATIONS, YOU SHOULD CONTINUE TO BE GUIDED BY APPROACH IN STATE 057649 AND RATIONALE IN BUSH LETTER TO SYG (A/8676 OF APRIL 3, 1972). WE WOULD HOPE TO AVOID (A) FORMULATION OF PROBLEM IN TERMS OF " RECONCILING" US AND SOVIET POSITIONS RE SC VS SYG ROLE, AND (B) EROSION OF CENTRAL PRINCIPLE IN OUR PACKAGE, THAT SC WATCHDOG COMTE SHOULD PLAY CONSULTATIVE AND GUIDING ROLE AND NOT SUPPLANT MANAGERIAL OR OPERATIONAL FUNCTIONS WHICH SYG MUST MAINTAIN TO ASSURE EFFECTIVENESS. WE TRUST THAT MIDDLE COUNTRIES, NOTABLY JAPAN AND CANADA, WILL CONTINUE TO UNDERScore IMPORTANCE OF SYG RETAINING OPERATIONAL FLEXIBILITY TO ENSURE EFFECTIVENESS, ADAPTABILITY AND ACCEPTABILITY TO PARTIES DIRECTLY CONCERNED. WE WOULD BE CONCERNED ABOUT PROCEDURES THAT WOULD REQUIRE SYG

CONFIDENTIAL

PAGE 02 STATE 067730

NOT ONLY TO CONSULT AND RECEIVE POLITICAL GUIDANCE BUT TO AWAIT APPROVAL OF SC COMTE BEFORE UNDERTAKING NECESSARY

OPERATIONAL MATTERS.

2. WE SEE SOME RISKS IN ITEM BY ITEM APPROACH. SUGGEST YOU SEEK OCCASION TO REITERATE POINT MADE BY SCHAEUFLE AT EARLIER WG MEETING THAT RESPONSIBILITIES BE VIEWED AS A WHOLE RATHER THAN PIECEMEAL AND THAT WE ASSUME WG WILL REVIEW ENTIRE PACKAGE TO ASSURE THAT PARTS FIT TOGETHER ONCE THE INDUCTIVE PROCESS OF CONSIDERING EACH ITEM IS COMPLETED.

3. ALSO, WE BELIEVE CLEAR LINE SHOULD BE DRAWN BETWEEN "DIVISION OF RESPONSIBILITIES" IN PRE-LAUNCH AND POST-LAUNCH PHASES. WE RECOGNIZE THAT WHEN PEACEKEEPING MISSION IS BEING ORGANIZED KEY DECISIONS NOT ONLY ABOUT PURPOSE AND MANDATE BUT ALSO ABOUT SUCH MATTERS AS COMPOSITION AND COMMAND MAY BECOME PART OF AUTHORIZATION OF SECURITY COUNCIL SINCE THESE MAY BE CRUCIAL ELEMENTS IN OBTAINING CONSENSUS FOR THE OPERATION. WE WANT, HOWEVER, TO AVOID AGREED MODEL WHICH MAKES THESE OPERATIONAL MATTERS NECESSARY PART OF SC AUTHORIZING DECISION OR SUBJECT TO DECISION BY COUNCIL COMMITTEE. WE WOULD HOPE THAT SC, ONCE IT HAS AGREED ON GENERAL RULES THAT WOULD APPLY TO BALANCED COMPOSITION, TO QUALIFICATIONS OF COMMANDER, AND TO MODEL STATUS OF FORCES AGREEMENTS WOULD INCORPORATE IN ITS AUTHORIZATION TO THE SYG BROAD AUTHORITY TO PROCEED WITH IMPLEMENTATION.

4. AFTER LAUNCH, MAXIMUM FLEXIBILITY SHOULD APPLY. SC COMTE WOULD HOLD WATCHING BRIEF AND HELP SUPPLY BOTH POLITICAL AND MILITARY ADVICE, BUT NOT ASSUME OPERATIONAL RESPONSIBILITIES. REPRESENTATIVES OF PERMANENT MEMBERS ON SC COMTE WOULD INCLUDE THEIR MSC REPRESENTATIVES. SC PERMANENT MEMBERS WOULD SERVE AS NUCLEUS UNTIL FULL COMTE IS ESTABLISHED. COMTE WOULD BE ON REGULAR STANDBY BASIS, MEET ON REQUEST OF SYG OR ANY OF ITS MEMBERS, AND WORK WITHOUT VOTING. SYG WOULD BE REQUIRED TO CONSULT COMTE ON KEY DECISIONS, AND WE ARE INCLINED TO A FAIRLY INCLUSIVE DEFINITION OF "KEY", THOUGH PROVISION OF SUPPORT FACILITIES
CONFIDENTIAL

PAGE 03 STATE 067730

AND ROUTINE ADMINISTRATIVE DECISIONS WOULD BE MATTERS BEST LEFT TO SYG. ADMINISTRATIVE AND MILITARY BACKUP FOR SYG STAFF COULD -- PARTICULARLY FOR MODEL II -- INCLUDE MILITARY REPRESENTATIVES OF COUNTRIES PROVIDING TROOP CONTINGENTS WHO COULD BE DETAILED FOR DURATION OF THE MISSION.

5. GUIDED BY ABOVE CONSIDERATIONS, WG SHOULD APPROACH TASK NOT AS SCHOLASTIC EXERCISE OF ASSIGNING "RESPONSIBILITIES" TO THREE BOXES -- SC, SC COMTE AND SYG -- BUT AS INTER-RELATED REQUIREMENTS FOR CONDUCT OF PEACEKEEPING.

MAIN CONSIDERATIONS SHOULD BE THAT ONCE CONSENSUS HAS BEEN REACHED ON MANDATE WHICH SATISFIES CONCERNS OF SC MEMBERS (INCLUDING THE PERMANENT MEMBERS), PARTIES DIRECTLY CONCERNED AND TROOP CONTRIBUTORS (A) SC COMTE SHOULD BE CONSULTED BUT NOT BE IN A POSITION TO IMPEDE NECESSARY ADMINISTRATIVE AND OPERATIONAL DECISIONS BY USE OF VETO, (B) DECISIONS ON MATTERS NOT SPEC IFIED IN AUTHORIZATION RESOLUTION SHOULD BE REACHED THROUGH INFORMAL CONSENSUS IN SC COMTE AND SUBJECT TO DISAPPROVAL VOTE IN SC BUT SHOULD NOT BE SUBJECT TO VETO; (C) OPERATIONAL EFFECTIVENESS AND ACCEPTABILITY TO PARTIES DIRECTLY CONCERNED ARE OVERRIDING; AND (D) IF DISAGREEMENTS CANNOT BE RESOLVED RECOURSE IS TO SC WHICH RETAINS CHARTER AUTHORITY TO MODIFY, TERMINATE OR PRONOUNCE ITSELF ON ANY ASPECTS IT CONSIDERS CRUCIAL.

6. IN THIS CONTEXT HERE ARE OUR PRELIMINARY VIEWS ON PARTICULAR TASKS AND ISSUES ON WHICH WE WELCOME YOUR REACTIONS:

A. AUTHORIZATION, KIND OF ADVICE AND ASSISTANCE REQUIRED BY SC, DEFINITION OF PURPOSE AND MANDATE (RECAST ITEMS 1-3 OF WORKING PAPER). AGREE THESE FALL WITHIN JURISDICTION OF SC.

B. DURATION, PROLONGATION, RENEWAL, TERMINATION. THESE SHOULD BE PACKAGED TOGETHER AND BELONG WITHIN JURISDICTION OF SC. EXPERIENCE WITH UNFICYP DEMONSTRATE VALUE OF PERIODIC REVIEW AND RENEWAL. TERMINATION PRESENTS SPECIAL PROBLEM SINCE IT IS ORGANICALLY LINKED TO INTRINSIC
CONFIDENTIAL

PAGE 04 STATE 067730

CAPABILITY OF HOST COUNTRY TO END THE GAME BY WITHHOLDING CONSENT AND OF TROOP CONTRIBUTORS TO WITHDRAW FORCES. CRUCIAL ISSUE IS THAT TERMINATION BE ORDERLY AND NOT HAVE DESTABILIZING IMPACT. WORKABLE RULE WOULD BE THAT HOST COUNTRY COULD NOT EVICT PEACEKEEPERS (I. E. WITHDRAW CONSENT) BEFORE END OF MANDATED PERIOD WITHOUT APPROVAL OF SC AND THAT TROOP CONTRIBUTORS BE REQUIRED TO GIVE REASONABLE NOTICE (30 DAYS FOR OBSERVERS AND 60 DAYS FOR CONTINGENT?) SO THAT UN COULD FIND SUBSTITUTE.

C. SIZE. SC WOULD NORMALLY INDICATE IN AUTHORIZING RESOLUTION APPROPRIATE SIZE OF MISSION OR PKO BY SETTING UPPER LIMIT TO NUMBER OF OBSERVERS OR TROOPS. WITHIN CEILING FIXED BY SC, SYG COULD MAKE ALTERATIONS IN SIZE, FOLLOWING CONSULTATION WITH SC COMTE. WHEN NO CEILING IS SET, SYG IN CONSULTATION WITH SC COMTE COULD ENLARGE OBSERVER MISSION WITHIN REASONABLE LIMITS AFTER NOTIFYING SC PRESIDENT WHO WOULD INFORMALLY CONSULT MEMBERS. AT

PERIODIC RENEWAL SC COULD APPROVE SUBSTANTIAL FORCE

REDUCTIONS RECOMMENDED BY SYG IN CONSULTATION WITH SC COMTE.

D. COMPOSITION AND ALTERATION OF COMPOSITION. SC CAN OF COURSE DETERMINE COMPOSITION IF THIS IS PRICE OF AGREEMENT ON FORCE, THOUGH CLEARLY TROOP AVAILABILITY AND ACCEPTABILITY TO HOST COUNTRY (AND OTHER PARTIES DIRECTLY CONCERNED) ARE OVERRIDING. AS GENERAL GUIDELINE SC WOULD AUTHORIZE SYG TO DESIGN OBSERVER GROUP OR FORCE WITH WIDEST POSSIBLE REPRESENTATION OF MEMBERS OFFERING MILITARY PERSONNEL AND LOGISTIC SUPPORT AND CONSIDER ALL PARTICIPANTS ON EQUAL BASIS, BUT PARAMOUNT CONSIDERATION WOULD BE PROFESSIONAL QUALIFICATIONS AND ACCEPTABILITY TO HOST COUNTRY AND PARTIES DIRECTLY CONCERNED RATHER THAN FIXED GEOGRAPHIC OR POLITICAL BALANCE. INITIAL PLAN FOR COMPOSITION OF FORCE (FOLLOWING NEGOTIATION WITH TROOP CONTRIBUTORS AND HOST COUNTRY AND CONSULTATION WITH SC COMTE) WOULD BE SUBJECT TO SC DISAPPROVAL AS PROCEDURAL MATTER. AFTER LAUNCH SYG COULD ALTER COMPOSITION SUBJECT TO CONSULTATION WITH SC COMTE WHICH, IN CASE OF DISAGREEMENT, COULD REMAND MATTER TO SC FOR CONSIDERATION. NORMALLY THIS WOULD BE DEALT WITH THROUGH INFORMAL CONFIDENTIAL

PAGE 05 STATE 067730

SULTATIONS BY SC PRESIDENT.

E. AGREEMENTS WITH CONTRIBUTING COUNTRY AND HOST COUNTRY. THESE WOULD BE NEGOTIATED BY SYG ON BASIS OF MODEL AGREEMENTS APPROVED BY SC. IN WORKING PAPER WE ARE NOT CLEAR WHAT " CONTENT OF AGREEMENT" MEANS SINCE WE ASSUME SC WOULD HAVE APPROVED MODEL DEFINING TERMS UNDER WHICH TROOPS/ FACILITIES ARE OFFERED AND FORCES ARE RECEIVED. (CANADIANS HAVE FORMULATED TEXTS OF MODEL AGREEMENTS WHICH SUITED US SOME YEARS AGO.) WE WOULD PREFER THAT, ONCE MODEL APPROVED, SPECIFIC AGREEMENTS NEGOTIATED BY SYG IN SPECIFIC PEACEKEEPING OPERATIONS WOULD BE SUBMITTED TO SC COMTE FOR ITS VIEWS. IF STRONG DISSENT IS VOICED IN SC COMTE THE NEGOTIATED AGREEMENT WOULD BE SUBMITTED TO THE SC AND WOULD BE SUBJECT TO DISAPPROVAL BY PROCEDURAL VOTE.

F. APPOINTMENT OF COMMANDER AND DEPUTY COMMANDERS. SC WOULD REQUEST SYG TO COMPILE LIST OF POTENTIAL FORCE COMMANDERS (PREFERABLY FROM AMONG COUNTRIES MAINTAINING ROSTER OF FORCES), SUCH LIST TO BE APPROVED BY SC AND KEPT CURRENT SO AS TO PROVIDE RESERVE OF AVAILABLE COMMANDERS. AFTER SC HAS AUTHORIZED OPERATION (AND NORMALLY HAS NOT DESIGNATED COMMANDER IN AUTHORIZING RES) SYG WOULD CONSULT SC COMTE AND DESIGNATE COMMANDER WITH

AGREEMENT OF HOST COUNTRY. DEPUTY COMMANDERS WOULD BE SELECTED ON SAME BASIS AND WOULD NORMALLY BE CHOSEN FROM

OTHER TROOP CONTRIBUTING COUNTRIES.

G. ROSTER OF FORCES. SC WOULD REQUEST SYG TO ESTABLISH ON STANDBY BASIS ROSTER OF POTENTIAL CONTRIBUTORS OF MILITARY PERSONNEL, LOGISTIC SUPPORT AND CONTINGENTS. SYG WOULD MAINTAIN ROSTER ON CURRENT BASIS AND NOTIFY THE SC AND ITS COMTE OF TROOP OFFERS.

H. DIRECTIVES. SYG WOULD ISSUE DIRECTIVES CLEARLY SETTING FORTH COMMANDER' S RESPONSIBILITIES AND SYSTEM OF REPORTING FROM COMMANDER. DIRECTIVES WOULD BE FURNISHED SC COMTE FOR INFORMATION AND COMMENTS TAKEN INTO ACCOUNT IN ANY MODIFICATIONS. COMMANDER' S REPORTS WOULD BE FURNISHED TO SC COMTE AND FORWARDED BY COMTE TO CONFIDENTIAL

PAGE 06 STATE 067730

SC WITH ITS COMMENTS IF ANY. SC OR SC COMTE COULD REQUEST SYG TO INSTRUCT COMMANDER TO ISSUE SPECIAL REPORTS WHEN IT DEEMS NECESSARY.

I. FINANCING. SC WOULD NORMALLY INDICATE MEANS FOR FINANCING AN OPERATION, IT BEING UNDERSTOOD THAT ANY ARRANGEMENTS MUST NOT PREJUDICE GA AUTHORITY TO APPORTION EXPENSES AMONG MEMBERS. UNTIL RELIABLE AND EQUITABLE SYSTEM FOR FINANCING PEACEKEEPING IS AGREED, PERMANENT MEMBERS UNDERTAKE TO PAY THEIR FAIR SHARE OF OPERATIONS AUTHORIZED BY SC. (IF ACCEPTABLE PEACE-KEEPING PACKAGE AGREED, WE WOULD BE PREPARED CONSIDER REVOLVING PEACE FUND INTO WHICH VOLUNTARY CONTRIBUTION COULD BE PAID AND FROM WHICH SYG WOULD BE AUTHORIZED TO DRAW INITIAL FUNDS TO GET PEACEKEEPING MISSION UNDER WAY.) ROGERS

CONFIDENTIAL

<< END OF DOCUMENT >>

Message Attributes

Automatic Decaptioning: X
Capture Date: 07 MAY 1999
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: n/a
Control Number: n/a
Copy: SINGLE
Draft Date: 11 APR 1973
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: thigpegh
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1973STATE067730
Document Source: ADS
Document Unique ID: 00
Drafter: IO/ PPR: NAPELCOVITS
Enclosure: n/a
Executive Order: N/A
Errors: n/a
Film Number: n/a
From: STATE
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1973/newtext/t19730460/abqceigs.tel
Line Count: 257
Locator: TEXT ON-LINE
Office: ORIGIN IO
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators:
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: USUN 1158, 1247
Review Action: RELEASED, APPROVED
Review Authority: thigpegh
Review Comment: n/a
Review Content Flags:
Review Date: 03 OCT 2001
Review Event:
Review Exemptions: n/a
Review History: RELEASED <03-Oct-2001 by elyme>; APPROVED <07-Nov-2001 by thigpegh>
Review Markings:

Declassified/Released
US Department of State
EO Systematic Review
30 JUN 2005

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: <DBA CORRECTED> gwr 971224
Subject: PEACEKEEPING -- COMMITTEE 33 WORKING GROUP
TAGS: PFOR, UN
To: USUN N Y
Type: TE
Markings: Declassified/Released US Department of State EO Systematic Review 30 JUN 2005